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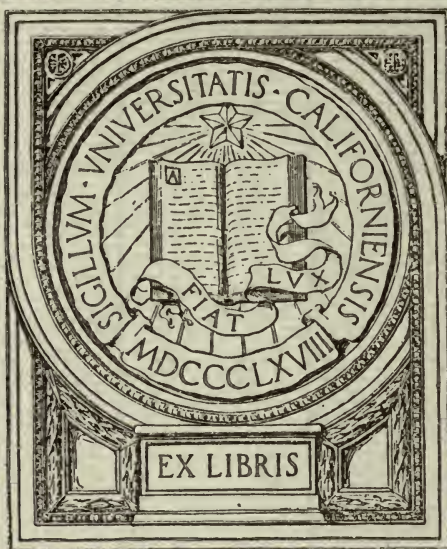
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**THE PENSION ROLL AS AFFECTED BY THE
WAR WITH SPAIN IN 1898**

**PREPARED BY THE WAR COLLEGE DIVISION, GENERAL STAFF CORPS
AS A SUPPLEMENT TO THE STATEMENT OF A PROPER MILITARY
POLICY FOR THE UNITED STATES**

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SYNOPSIS.

	Page.
1. Inception of the practice of pensioning disabled soldiers and sailors.....	5
2. The War with Spain—Beginning and duration.....	6
3. Forces employed.....	6
4. Total enlistments and reenlistments—Number of individuals in service...	7
(a) Regular Army enlistments and reenlistments.....	7
(b) Volunteers of 1898.....	8
(c) Volunteers of 1899.....	9
Total for War with Spain.....	9
5. Number of individuals who acquired an actual pensionable status by date of discharge or muster out.....	9
6. Number of pension applications filed.....	10
(a) War of the Rebellion (first seven years).....	11
(b) War with Spain (first seven years).....	11
Deductions drawn from data in regard to the 10 regiments of 1898 vol- unteers.....	11
7. Number of pensioners on the roll.....	15
8. Percentage of pensioners on the rolls 16 years after the beginning of hos- tilities.....	15
(a) War of the Rebellion.....	16
(b) War with Spain.....	16
9. Amounts disbursed for pensions.....	16
10. Probable future cost of the pension list for the War with Spain.....	17
Table No. 1, showing applications filed, pensions granted, total pensioners, amount paid for pensions from 1899 to 1914, inclusive (for all wars).....	18
Table No. 2, showing applications filed, pensions granted, number pensioners, paid for pensions from 1899 to 1914, inclusive (War with Spain).....	19
Table No. 3, showing applications filed from 1899 to 1913, inclusive (War with Spain).....	19
Table No. 4, showing certain data for ten 1898 volunteer regiments (War with Spain).....	20
Table No. 5, showing claims filed, claims allowed, and percentage of claims allowed to claims filed from 1862 to 1868, inclusive, War of the Rebellion, and from 1899 to 1905, inclusive, War with Spain.....	21
Table No. 6, showing number of pensioners for the Army and Navy from 1898 to 1914, inclusive (War with Spain), and number of pensioners and percentage of pensioners (War with Spain) to total (all wars).....	22
Table No. 7, showing pensions for the Army and Navy from 1899 to 1914, inclu- sive (War with Spain), and administration and maintenance from 1899 to 1914, inclusive (all wars).....	22
Table No. 8, showing number of invalid pensioners, per cent to strength, widows, etc., per cent to strength, per cent total pensioners to strength from 1902 to 1914, inclusive (War with Spain).....	23
Table No. 9, showing number of pensioners, cost of administration, per capita cost per pensioner from 1899 to 1914, inclusive (all wars), and number of pen- sioners and cost of administration (War with Spain).....	23
Table No. 10, showing (a) invalids, (b) widows, etc., (c) gain, (d) loss, from 1899 to 1914, inclusive (War with Spain), and total pensioners on roll (all wars)..	24

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THE PENSION ROLL AS AFFECTED BY THE WAR WITH SPAIN IN 1898.

1. INCEPTION OF THE PRACTICE OF PENSIONING DISABLED SOLDIERS AND SAILORS.

The practice of pensioning soldiers incapacitated by injuries received in active service and of providing relief for their dependent families began long before the Revolutionary War. In 1636 the Pilgrims at Plymouth enacted a law providing that any man sent forth as a soldier and who returned maimed should be maintained competently by the colony during the remainder of his life. In 1644 the Virginia Assembly passed a disability pension law, and later a provision for the relief of indigent members of the families of soldiers who should be killed. In 1676 a standing committee of the General Court of Massachusetts Bay held regular meetings to hear the applications of wounded soldiers for relief. After the union of Massachusetts Bay and Plymouth Colonies, under the charter of 1691, the Province continued to make provision for the relief of disabled soldiers out of the public treasury. In 1718 Rhode Island enacted a pension law which provided that every officer, soldier, or sailor employed in the service of the colony, who should be disabled from getting a livelihood for himself and family or other dependent relatives, should have his wounds looked after at the colony's charge, and should have an annual pension for the maintenance of himself and his dependents. This law further provided that if any person who had the charge of maintaining a wife, children, parents, or other dependent relatives should be slain in the colony's service, these relatives should be maintained while unable to provide for themselves.

The first national law on pensions was passed August 26, 1776, long before the independence of the Colonies was established. This law provided half pay for life or during disability to any officer, soldier, or sailor losing a limb in any engagement, or being so disabled in the service of the United States as to render him incapable of earning a livelihood. On August 24, 1780, a resolution was adopted extending the above half-pay provision to the widows or orphan children of such officers as had died or should die in the service. This was the first national law in behalf of widows and orphans. On April 23, 1782, Congress provided that soldiers who were sick or wounded or unfit for duty should receive a discharge and be pensioned at the rate of \$5 per month.

It is, therefore, evident that the feeling that soldiers incapacitated in the service of the Government should be maintained thereafter at the expense of the Government is not of recent growth, but existed in the very early days of the colonization of this country.

2. THE WAR WITH SPAIN—BEGINNING AND DURATION.

The War with Spain began, officially, on April 21, 1898, and ceased, officially, on April 11, 1899. Actual hostilities were in progress between the land forces during this period as follows:

Cuba, June 24 to July 11, 1898.

Philippine Islands, July 31 to August 13, 1898.

Porto Rico, July 25 to August 12, 1898.

On February 4, 1899, the Philippine insurrection began and hostilities continued until April 27, 1902. During this period the Boxer outbreak in China occurred, necessitating combined operations on the part of the powers concerned for the relief of their legations at Peking. The actual hostilities in which our land forces took part in this campaign lasted from July 13 to August 13, 1900.

It thus appears that active hostilities participated in by our troops were in progress from June 24, 1898, to April 27, 1902, a period of 3 years, 10 months, and 6 days (1,401 days). The Philippine insurrection ended officially on July 4, 1902. The official period of hostilities, then, extended from the beginning of the War with Spain to the end of the Philippine insurrection, a period of 4 years, 2 months, and 14 days (1,535 days).

In the records of the Bureau of Pensions this entire period is considered, so far as pensions are concerned, as the War with Spain, and all applications for pensions for disabilities incurred during the period from April 21, 1898, to July 4, 1902, are credited to the War with Spain.

3. FORCES EMPLOYED.

The first Volunteer regiment for service in the War with Spain was mustered into the service of the United States on May 1, 1898, and the last Volunteer (United States) regiment was mustered out of service on July 25, 1901. There were thus Volunteers in service continuously for a period of 3 years, 2 months, and 25 days (1,181 days).

At first glance it would appear that the number of troops employed in the War with Spain could easily be ascertained from official records. This is, however, far from the truth. For the purposes of this paper we must know the number of individuals employed during the official period of the war in order to ascertain the number of pensionable persons coming into existence during that period. A man who has served an enlistment in one organization

and then reenlisted in that or some other organization constitutes one possible pensionable individual. But our records may show this individual as *two*, or even more, since no tabulations have yet been made which will show how many of the reenlistments in the Regular Army were by individuals who had had previous service in some organization during the period covered by the War with Spain. Nor has any tabulation been yet made that will show how many men enlisting in the Regular Army had had previous service in the Volunteers, nor men enlisting in the Volunteers who had had previous service in the Regular Army or Volunteers. So it is evident that it will be impossible, with the data available, to ascertain exactly how many *individuals* were employed in the War with Spain. To take the total enlistments and reenlistments for the Regular Army the force in service on May 1, 1898, the totals for the Volunteers as shown by the muster-out rolls, would give us a total of 451,970, which is, of course, vastly in excess of the number of individuals employed in the War with Spain.

The published reports of the Bureau of Pensions give an estimate of the individuals employed in the land forces in the War with Spain as follows:

War with Spain (proper)-----	312, 000
Philippine insurrection-----	139, 438
Boxer trouble in China-----	6, 713

As no tabulations covering this subject have yet been made in the office of The Adjutant General it is not known by what method these figures were arrived at. The total, 458,151, is undoubtedly too great. Even if we deduct the 6,713 men credited to the "Boxer" troubles in China (all of whom are accounted for, of course, in the Philippine force) we will have a total of 452,561, which is still much too great.

4. TOTAL ENLISTMENTS AND REENLISTMENTS—NUMBER OF INDIVIDUALS IN SERVICE.

From the published records of The Adjutant General's Office we find the following:

(a) Regular Army enlistments and reenlistments:

May 1, 1898, to June 30, 1898-----	18, 880
June 30, 1898, to June 30, 1899-----	62, 175
June 30, 1899, to June 30, 1900-----	19, 549
June 30, 1900, to June 30, 1901-----	22, 479
June 30, 1901, to June 30, 1902-----	36, 964
Total enlistments and reenlistments-----	160, 047
Strength Regular Army May 1, 1898-----	30, 268
Total Regular Army-----	190, 315

But we know that this number does not give us the actual number of individuals employed in the Regular Army, since it contains

reenlistments and a certain number of men who had seen previous service in the 1898 Volunteers. Without tabulated data we can only guess at what the actual number of individuals serving in the Regular Army during the period of the War with Spain really was; but it is believed that even a guess will bring us nearer the truth than to take the figures as they stand.

The strength of the Regular Army on May 1, 1898, was 30,268. The total number of enlistments and reenlistments between May 1 and June 30, 1898, was 18,880. This gives us a total for the Regular Army on June 30, 1898, counting enlistments and reenlistments, of 49,148. The total enlistments and reenlistments between June 30, 1898, and June 30, 1902, was 141,167. This number includes many reenlistments and a certain number of ex-Volunteers of 1898. From the records of The Adjutant General's Office we find that the largest force in the Regular Army for any one month during the period between June 30, 1898, and June 30, 1902, was 88,362. While this number contains many reenlistments and a certain proportion of ex-Volunteers of 1898, there were also during this period a total of 78,561 men killed, died, discharged, retired, and deserted, whose places had to be filled. It seems probable, therefore, that if we estimate that two-thirds of the men enlisted in the Regular Army during this period represent the number of individuals in service who had not had previous service during the War with Spain, we will be not far from the truth. This would give us 94,112. We would have, therefore, for the Regular Army for the period from April 21, 1898, to July 4, 1902, a total of *about* 143,360 individuals.

Another method of estimating the number of individuals employed in the Regular Army was as follows:

Original enlistments of 1896 to serve until 1898-99-----	5, 676
Original enlistments of 1897 to serve until 1899-1900-----	5, 332
Original enlistments of 1898 to serve until 1900-1-----	24, 248
Original enlistments of 1899 to serve until 1901-2-----	43, 780
Original enlistments of 1900 to serve until 1902-3-----	15, 588
Original enlistments of 1901 to serve until 1903-4-----	25, 688
Original enlistments of 1902 to serve until 1904-5-----	26, 026
Total -----	146, 338

A mean of the results arrived at by the two methods would give us 144,849, which is perhaps nearer the truth than either result taken separately and as near the actual number as we can arrive with the data now at our disposal.

When we come to the Volunteers our data are better, but still by no means complete.

The muster-out rolls of volunteer organizations show the number of all individuals who at any time served therein.

(b) Volunteers of 1898.

As there were no reenlistments in the 1898 volunteer organizations, and as there were no men in these organizations who had had pre-

vious service in the War with Spain, the totals as shown by the muster-out rolls will give us the number of individuals serving therein. This number was 223,235.

(c) Volunteers of 1899.

The muster-out rolls of the organizations of 1899 (the United States Volunteers) show a total of 38,420 men who served in these organizations. However, this number contains a large number of men who had had previous service in the War with Spain, so that we can not use this figure as it stands.

It is a matter of common knowledge that there was a large number of men in these organizations who had previously served either in the 1898 volunteers or in the Regular Army during the War with Spain period. Just what this number was we have no means of telling with certainty, since no tabulation from the records on the subject has yet been made. In the report of The Adjutant General's Office for 1901 it is estimated that at least 65 per cent of the volunteers raised in 1899 (United States Volunteers) had had previous service during the War with Spain. If we accept this statement as accurate we will have to deduct the number corresponding to this percentage from the total number of 1899 volunteers. This would, then, give us only 13,447 individuals in these organizations who had not seen previous service and who had, therefore, not already been counted either in the Regular Army or in the 1898 volunteers.

As a result of all our estimates and guesses, then, we have the following:

Total number of individuals employed in the Regular Army-----	144, 849
Total number of individuals employed in the 1898 Volunteers-----	223, 235
Total number of individuals employed in the 1899 Volunteers-----	13, 447
Total for the War with Spain-----	381, 531

The charge has been made many times that the number of applications for pensions filed by survivors of the War with Spain or by their dependents was unduly large in comparison with the forces employed and with the battle casualties. Let us see to what extent this charge is justified. In order to make any comparisons with other wars we must endeavor to arrive at the total number of possible pensioners.

5. NUMBER OF INDIVIDUALS WHO ACQUIRED AN ACTUAL PENSIONABLE STATUS BY DATE OF DISCHARGE OR MUSTER-OUT.

It is evident that the "dependents" of those men who were killed or who died in service and those men themselves who were discharged for disability or found with disability upon muster-out, acquired an actual pensionable status.

The records of The Adjutant General's Office show that the total mortality from all causes for the period May 1, 1898, to June 30, 1902, was:

Regular Army	5,870
Volunteers	6,025
Total	11,895

A computation made in the Office of the Commissioner of Pensions in connection with the records of the War of the Rebellion shows that 36 per cent of those dying did not leave pensionable dependents. As this percentage will probably hold good for the War with Spain, we must deduct from the above total of those who died in service 4,282, in order to ascertain the number of individuals who attained a pensionable status by date of discharge or muster-out.

Referring again to the records of The Adjutant General's Office we find that the number of men discharged for disability during this period was:

Regular Army	8,103
Volunteers	4,862
Total	12,965

The number of 1899 Volunteers found with disability at date of muster-out was 586. The records do not show the results of the examinations of the 1898 Volunteers at muster-out.

The above figures, then, will give us a total of 21,164 persons who had attained an actual pensionable status at date of discharge or muster-out.

There were wounded during the period under consideration 2,645 Regulars and 2,032 Volunteers. In figuring the number acquiring an actual pensionable status this figure is disregarded, because it is not known how many of this number are included in those discharged for disability or how many wounds constituted actual pensionable disability.

6. NUMBER OF PENSION APPLICATIONS FILED.

Table 1 shows the number of applications received on account of all wars from June 30, 1899, to June 30, 1905. Also the number of pensions granted during this period. The total number of applications received for this period was 373,083, and the pensions granted, 297,222, a percentage of pensions granted to applications filed of 79.6 per cent.

Table 5 gives the number of applications filed on account of the War with Spain credited to Army invalids and to widows, etc., from June 30, 1899, to June 30, 1905, and for the War of the Rebellion, from June 30, 1862, to June 30, 1868. We can therefore obtain com-

parative figures for these two wars for the first seven years after the beginning of hostilities in each.

(a) War of the Rebellion (first seven years) :	
Claims filed—	
Invalids -----	134, 300
Widows, etc -----	162, 454
Total -----	296, 754
Claims granted—	
Invalids -----	84, 427
Widows, etc -----	116, 499
Total -----	200, 926
Percentage of pensions granted to claims filed, 67.7 per cent.	
(b) War with Spain (first seven years) :	
Claims filed—	
Invalids -----	69, 687
Widows, etc -----	10, 248
Total -----	79, 935
Claims granted—	
Invalids -----	18, 510
Widows, etc -----	5, 416
Total -----	23, 926
Percentage of pensions granted to claims filed, 29.9 per cent.	
The percentage of invalid pensions granted to claims filed was:	
(a) War of the Rebellion, per cent.-----	62. 8
(b) War with Spain, per cent.-----	26. 5
The percentage of widows, etc., pensions granted to claims filed was:	
(a) War of the Rebellion, per cent.-----	71. 7
(b) War with Spain, per cent.-----	52. 8

Among the causes for this great difference between claims filed and pensions granted the two which are, undoubtedly, of most importance are:

(1) That the Army in the War with Spain constituted only a very small percentage of the total population, while in the War of the Rebellion it constituted a very large one, and (2) that many Spanish War soldiers and their dependents claimed pensions who were not entitled to them. This latter fact will appear more clearly as we proceed.

Table 3 shows the applications received year by year from June 30, 1899, to June 30, 1913, credited to the War with Spain. This includes both the Army and the Navy, but as the number for the Navy is undoubtedly small it may be disregarded.

It is a remarkable fact, as will be seen from the table, that the number of claims filed up to June 30, 1899, only 14 months after hostilities began, was larger by 2,829 than for any other year. The next largest number was for 1901, 14,157. This latter year, of course, included many of those mustered out of the 1899 Volunteers. Without doubt the vast majority of the applications filed during 1899 pertain to the period covered by the hostilities with Spain, proper—April 21, 1898, to April 11, 1899. Of this number, also it is evident that few came from men serving in the Philippine Islands, since almost the entire Infantry of the Regular Army was in the Philip-

pine Islands by June 30, 1899, and the 1899 Volunteers had not yet been organized. In addition to this, those organizations of the 1898 Volunteers sent to the Philippine Islands in the early expeditions had not yet been returned to the United States. While our information is by no means complete, we can find the approximate number to whom the claims filed up to June 30, 1899, should be credited.

From what has been said above, it is evident that the vast majority of the 16,986 claims filed by June 30, 1899, must have come from (1) the 1898 Volunteers (less the organizations of this force actually in the Philippine Islands), (2) the men of those regular organizations serving in the Philippine Islands who were discharged for any cause before their organizations were sent to the Philippines, (3) the men of the regular regiments which did not go to the Philippine Islands and were either still in service or who had been discharged and were in the United States, (4) also members of the organizations of the 1898 Volunteers serving in the Philippines who had been discharged before June 30, 1899, (5) also the dependents of those men who had died in service before June 30, 1899. Let us see if we can make any estimate of what this number of possible applicants was.

The total regular force which served in Cuba and Porto Rico during the hostilities with Spain was approximately 17,688. Of this number it is estimated that only about 25 per cent went to the Philippine Islands with their organizations in the early part of 1899, the remaining 75 per cent having either died or been discharged for various reasons. Thus about 13,251 men of the Cuban and Porto Rican forces (or their dependents) were in a position to file applications for pensions by the date in question. Of the 1898 Volunteers there were 18,819 serving with their organizations in the Philippine Islands. This number deducted from the total number of 1898 Volunteers leaves, in the United States, 204,416. The number belonging to the various organizations serving in the Philippines who died or were discharged before June 30, 1899, and who (or their dependents) were in a position to file claims for pensions, was 6,872. Combining these figures we have 13,251 Regulars and 211,288 Volunteers, a total of 224,539 individuals who, on or before June 30, 1899, were in a position to file applications for pensions. Since the number of applications filed up to that date was 16,986, the percentage of applications filed to the total number of individuals in a position to apply for pensions was 7.5 per cent, certainly a very large percentage within 14 months after hostilities had begun.

In connection with the large percentage of Spanish War soldiers who filed applications for pensions, the report of the Commissioner of Pensions, dated September 10, 1901, says:

Much criticism has been visited upon Spanish War soldiers by reason of the promptness with which they filed claims for disabilities and by reason of the large percentage of claims filed considering their short service and the absence of battle-field casualties as compared with the Civil War. Only a little over three years have passed since hostilities began, and yet claims amounting to about 20 per cent of the number of men enlisted for the Spanish War have been filed.

It is believed that the percentage given by the Commissioner of Pensions is too large. Apparently he has considered only the 1898 Volunteers, which would give a percentage of 19.3, which is, he says, nearly 20 per cent. There were, however, a large number of men in addition to the 1898 Volunteers who were in a position to file applications which the commissioner does not take into account. However, that the percentage of claims filed for pensions was much larger than it should have been there is no doubt.

The Bureau of Pensions has roughly tabulated the number of applications filed from 10 of the 1898 Volunteer regiments up to June 30, 1900. Table 4 shows this, together with other data, with respect to these regiments. The total number of claims filed from these organizations was, roughly, 6,000, or 19.9 per cent of the total number of applications filed for the War with Spain up to that date. The percentage of the strength of these 10 regiments to the strength of the 1898 Volunteers was 5.8 per cent.

By reference to Tables 4 and 5 we find that these 10 regiments filed a total of 6,000 applications up to June 30, 1900, out of a total number of applications credited to the War with Spain to that date of 30,025. The total number of individuals enlisted in these 10 regiments was 13,076, or about 4 per cent of the number of individuals employed in the War with Spain up to that date. That is, with a strength of only about 4 per cent these regiments filed applications amounting to 19.9 per cent of the total number of applications filed up to June 30, 1900. Only three of these regiments saw any active service, and of these only 9.6 per cent of their total strength acquired a possible pensionable status by reason of death or discharge for disability. Yet their percentage of applications filed to their strength was 47.4 per cent. In the seven regiments which saw no active service, 4.3 per cent had acquired a pensionable status by date of discharge and are credited with 45.2 per cent of the total number of applications filed by the 10 regiments. That is, while 5.3 per cent more per total strength in those regiments which had had active service acquired an actual pensionable status by date of muster out, their actual applications for pensions amounted to only 2.2 per cent more than those regiments which had seen no active service at all. It is evident, then, that so far as these particular regiments are concerned, the number of killed, died of wounds, and wounded had little, if any, bearing on the number of applications for pensions filed. Nor is it believed that these particular regiments differed materially

from other regiments of the 1898 Volunteers. It seems impossible then, to escape the conclusion that the 1898 Volunteers were very prompt to file applications for pensions, and that an unusually large percentage of them to total strength did file them. To those who were familiar with the conditions obtaining at the time of muster-in and muster-out of these organizations, as the Commissioner of Pensions remarks in the above-mentioned report, the cause for this state of affairs is not difficult to find. Before the Volunteers were mustered in, they were examined physically, and it was explained that one of the reasons for the examination was to prevent the soldier from filing a claim for pension for a disability supposed to have been contracted in service when he really had the disability before he entered the service. The impression left on the mind of most men was, undoubtedly, that the Government expected them to make an application for pension eventually, else why this care to safeguard itself against false claims. In addition to this they were all, of course, familiar with the fact that a large percentage of the soldiers of the Civil War were drawing pensions. But what brought the applications in so promptly was this: At every camp where Volunteers were mustered out, a great swarm of agents lay in wait and, in many instances, actually fought with each other for the privilege of handling the application for a pension, which they used every endeavor to persuade each discharged soldier to make. These agents received, at this period, \$25 for each pension claim which was allowed. As the soldier knew that the law provided that he should receive a pension should he have contracted any disability in service, and believing that the Government expected him to make an application should he be entitled to it, it was probably not a very difficult matter for these agents to persuade many of the discharged men to try for a pension whether he was suffering from a disability or not. The wonder is that more men did not apply for pensions than actually did. That thousands applied without proper grounds is evidenced by the fact that the percentage of Army *disability* pensions granted to claims filed for the period to June 30, 1905, credited to the War with Spain, was only 26.5 per cent, while the percentage of pensions granted to claims filed for all other classes for the period above cited was 91.5 per cent.

7. NUMBER OF PENSIONERS ON THE ROLLS.

Table 6 shows the total number of pensioners on the rolls credited to all wars for each year from June 30, 1899, to June 30, 1914, and the number of pensioners on the roll for the same period credited to the War with Spain.

The total number of pensioners of all classes and for all wars on the rolls on June 30, 1914, was 785,239. The total number credited

to the War with Spain on this date was 28,910. The number of invalid pensioners credited to the War with Spain was 24,250. The number of invalid pensioners credited to the Army alone for the War with Spain was 23,511 and of dependents 4,403. For this period the highest number of invalid Army pensioners was in 1914, 23,416. The highest number of dependent Army pensioners was in 1909, 4,845. The greatest annual increase for pensioners for the War with Spain was in 1901, 4,658. The yearly gain for total pensioners, War with Spain, has continuously decreased since 1908. In 1914 there were 87 less pensioners on the rolls for the War with Spain than in 1913. There is a continuous increase in the number of *invalid* pensioners for this war from 1899 to 1915. The increase in 1915, however, was only 124.

After giving this brief résumé of the condition of the Spanish War pension rolls it will be necessary to see if we can make some sort of comparison of the proportion of pensioners on the rolls to the number of individuals employed in the last two years.

8. PERCENTAGE OF PENSIONERS ON THE ROLLS 16 YEARS AFTER THE BEGINNING OF HOSTILITIES FOR (a) WAR OF THE REBELLION AND (b) WAR WITH SPAIN.

To a greater degree than we found it to be in the War with Spain is the number of individuals employed in the War of the Rebellion a matter of estimate. Many estimates have been made, some of them differing very widely. That made in the report of the Commissioner of Pensions for 1882 is probably as reliable as any of them, and we will use the figure deduced in that report for the purposes of the following computations. The report gives the number of individuals employed as 2,046,969. To this figure is added the 16,442 men in service in the Regular Army and Navy at the outbreak of the war, giving a total of individuals employed of 2,063,391. This figure, of course, includes the Navy, but as there are no data available which will give us the number of individuals employed in the Navy, the total figure will have to be employed in the following computation.

For the War with Spain we will use the figure deduced in section 4 of this paper, 381,531. This, of course, includes only the Army, but as we have no data on the Navy this figure will have to be used.

In order that the comparison may be as fair as possible, a period has been selected which is the same number of years after the beginning of hostilities for each war. The number of years selected is 16, which will give us the year 1877 for the War of the Rebellion and 1914 for the War with Spain. As no "service" pension laws had been passed up to 1877, the laws under which pensions were granted for both wars were practically the same at the period selected for each war.

(a) War of the Rebellion.

The total number of pensioners borne on the roll on June 30, 1877, was 214,693. This includes all pensioners on the rolls except the pensioners for the War of 1812. A certain number must be deducted, therefore, for the War with Mexico and the Indian wars. In no place in the report of the Commissioner of Pensions for 1877 does this number appear. In House Report No. 64, Forty-fifth Congress, second session (1878), an estimate of the number of pensioners for the War with Mexico is given as 11,000. In the report of the Commissioner of Pensions for June 30, 1914, the number of survivors for the War with Mexico and for the Indian wars is given as practically the same. It is probable, therefore, that there were about the same number for each of these wars on the roll in 1877. If, then, we deduct 20,000 from the total of 214,693 as given above, we will *probably* come very near the number of pensioners for the War of the Rebellion borne on the rolls on June 30, 1877. This will give us a figure of 194,693.

Using this figure will give us a percentage of pensioners to number of individuals employed of 9.5 at a period of 16 years after the beginning of hostilities.

(b) War with Spain.

The total number of pensioners on the rolls for the War with Spain on June 30, 1914, was 27,915. This would give us a percentage of pensioners to the number of individuals employed of 7.3 at a period 16 years after the beginning of hostilities.

It would appear, then, that, in proportion to the number of individuals employed (as nearly as this number can be estimated), the number of pensioners on the roll for the War with Spain 16 years after the beginning of hostilities was less than that for the War of the Rebellion at the same length of time after the beginning of hostilities for the war, the percentages standing 9.5 for the War of the Rebellion and 7.3 for the War with Spain.

9. AMOUNTS DISBURSED FOR PENSIONS.

The amount disbursed for pensions for the War of the Rebellion for the year ending June 30, 1914, was \$163,377,551.53. The amount disbursed for pensions for the War with Spain for this year was \$3,907,510.53.

The total amount disbursed for pensions proper for all wars up to June 30, 1914, was \$4,633,511,926.71, and the total cost of administration was \$127,938,472.79, or a total cost to the Government for our pension system of \$4,761,450,399.50. (Report, Commissioner of Pensions, 1914.)

10. PROBABLE FUTURE COST OF THE PENSION LIST FOR THE WAR WITH SPAIN.

It only remains to endeavor to make some estimate as to what the future cost of the pension system for the War with Spain is likely to be.

In the nature of things this must be a very rough sort of a guess. By the use of the "mortality tables" in common use by life insurance companies we can ascertain the approximate date when the last survivor will have died, since we know the average age at which they entered the service. But we have no such information with regard to the ages of the dependents. Again, no one can forecast the action of Congress in regard to pensions. Up to this date no "service" law has been passed for the War with Spain, and it is possible that none will be. If we judge the future action of Congress by what its action has been in the past, however, we are justified in expecting that such action will eventually be taken.

For the wars prior to the War with Spain service-pension provisions were passed as follows: War of 1812 (14 days' service), on March 9, 1878; War with Mexico (60 days' service), on January 29, 1887; War of the Rebellion (90 days' service), on May 11, 1912.

That is, in the case of these three wars service-pension provisions were passed an average of 50 years after the ending of hostilities. The sentiments of our people with respect to the pension system and political methods remaining the same, we may, then, reasonably expect a service-pension bill for the survivors of the War with Spain to be passed about, say, 1950. If we grant that this will occur, we can make at least a rough estimate of the number of survivors who will still be living on that date and the approximate amount that the pension list will cost.

The total number of individuals estimated to have been employed in the War with Spain was 381,531. From this number we must deduct the number of those who deserted during the war, since neither they nor their dependents are entitled to pensions. This number was 17,599. This will leave at the end of the war 363,532 possible pensioners. By the use of our "mortality tables" we will find that there should be living in 1950, 124,692 survivors, since 238,840 will have died. However, it is possible, though not probable, that all of these survivors (less a percentage to be deducted later) will leave surviving pensionable dependents. A calculation made by the Commissioner of Pensions in 1882 in connection with the War of the Rebellion shows that 36 per cent of those dying do not leave pensionable dependents. In order, then, to ascertain the number of pensionable individuals living in 1950 we must deduct 85,982 from this total. We will then find that we may have in 1950, 277,550 possible pensioners still living. However, all of these will not apply for pensions, nor will they all be living.

The largest amount paid out for pensions for the War of the Rebellion in any one year was in the year 1913. So that 52 years after the beginning of hostilities the "high tide" of pension disbursements was reached for the War of the Rebellion. In that year the total number of pensioners on the roll for all wars was 820,200, of which number 762,331 were credited to the War of the Rebellion, which would be 36.9 per cent of the total number of individuals employed in that war. The amount disbursed for pensions proper for the War of the Rebellion for the year 1913 was \$164,897,872.48, which would make the average annual value of a pension amount to \$216.30. The total cost for administration and maintenance of the pension system for the year 1913 was \$2,543,246.39. This would make the per capita cost per pensioner amount to \$3.10 for that year.

With the above data as a basis we can roughly calculate the cost of the War with Spain pension roll 52 years after the beginning of hostilities in that war, bearing in mind that we are supposing that the same conditions as to longevity and laws will obtain as have been found to exist for the War of Rebellion pensioners.

In 1950, then, we would have 140,785 pensioners of the War with Spain still on the rolls. To them would be paid a total of \$30,451,795.50 in pensions. The cost of administration and maintenance for the War with Spain for this year would amount to \$436,433.50, making a total disbursement for the year 1950 for this war of \$30,888,229.

On the same basis, then, the total amount disbursed for pensions for the War with Spain, up to and including the year 1950, would be \$677,832,376.82, and for administration and maintenance, \$10,242,457.98, which would make a total cost to the Government, for this war to and including 1950, of \$688,074,834.80.

TABLE 1.—*All wars.*

Table showing the total number of applications for pensions filed, total number of pensions granted, total number of pensioners on the roll, and the total amount paid for pensions proper on June 30 of each year from 1899 to 1914, inclusive (from reports of the Bureau of Pensions):

Year.	Applica- tions filed.	Pensions granted.	Total pensioners.	Amount paid for pensions.
1899.....	53,881	37,077	991,519	\$138,355,052.95
1900.....	51,946	40,645	993,529	138,462,130.65
1901.....	58,373	44,868	997,735	138,531,483.34
1902.....	47,965	40,173	999,446	137,504,267.99
1903.....	52,325	40,136	969,545	137,759,653.71
1904.....	55,794	44,296	994,762	141,093,571.49
1905.....	52,841	50,027	998,441	141,142,861.33
1906.....	(1)	(1)	985,971	139,000,288.25
1907.....	(1)	(1)	967,371	138,155,412.46
1908.....	(1)	(1)	951,687	153,093,086.27
1909.....	(1)	(1)	946,194	161,973,703.77
1910.....	(1)	(1)	921,083	159,974,056.03
1911.....	(1)	(1)	892,098	157,525,160.35
1912.....	(1)	(1)	860,294	152,986,433.72
1913.....	(1)	(1)	820,200	174,171,660.80
1914.....	(1)	(1)	785,239	172,417,646.26

¹ No data.

TABLE 2.—War with Spain.

Table showing applications for pensions filed, pensions granted, and number of pensioners on roll on June 30 of each year from 1899 to 1914, inclusive, for the *Army* for the War with Spain (from reports of Bureau of Pensions):

Year.	Applica- tions filed.	Pensions granted.	Number pension- ers.	Paid for pen- sions.
1899:				
Invalids.....	15,009	125	117	\$8,852.41
Widows, etc.....	2,551	178	165	16,972.06
1900:				
Invalids.....	12,038	801	822	145,460.54
Widows, etc.....	1,383	710	845	170,562.64
1901:				
Invalids.....	12,814	2,795	3,344	644,315.04
Widows, etc.....	1,834	1,240	1,981	476,914.68
1902:				
Invalids.....	10,210	3,441	6,282	1,121,499.79
Widows, etc.....	1,395	884	2,727	536,452.50
1903:				
Invalids.....	7,728	3,415	8,798	1,468,368.56
Widows, etc.....	1,282	936	3,488	634,126.10
1904:				
Invalids.....	6,152	4,013	11,946	2,147,332.08
Widows, etc.....	938	885	4,187	825,983.17
1905:				
Invalids.....	5,736	3,920	15,138	2,457,638.71
Widows, etc.....	865	583	4,540	806,604.92
1906:				
Invalids.....	(¹)	(¹)	17,038	2,508,428.09
Widows, etc.....	(¹)	(¹)	4,715	787,952.60
1907:				
Invalids.....	(¹)	(¹)	18,393	2,533,410.75
Widows, etc.....	(¹)	(¹)	4,775	789,997.06
1908:				
Invalids.....	(¹)	(¹)	19,857	2,698,394.73
Widows, etc.....	(¹)	(¹)	4,840	797,024.38
1909:				
Invalids.....	(¹)	(¹)	21,264	} 3,820,166.80
Widows, etc.....	(¹)	(¹)	4,845	
1910:				
Invalids.....	(¹)	(¹)	22,063	} 3,807,919.91
Widows, etc.....	(¹)	(¹)	4,817	
1911:				
Invalids.....	(¹)	(¹)	22,644	2,999,776.96
Widows, etc.....	(¹)	(¹)	4,817	787,431.05
1912:				
Invalids.....	(¹)	(¹)	23,097	3,021,362.75
Widows, etc.....	(¹)	(¹)	4,734	789,612.03
1913:				
Invalids.....	(¹)	(¹)	23,416	3,130,866.45
Widows, etc.....	(¹)	(¹)	4,586	780,066.43
1914:				
Invalids.....	(¹)	(¹)	23,512	3,019,167.05
Widows, etc.....	(¹)	(¹)	4,403	726,829.98

¹ No data.

* Amounts paid for pensions for these years show only as total for Army and Navy combined.

TABLE 3.—War with Spain.

Table showing the number of applications for pensions filed on June 30 of each year credited to both Army and Navy for the War with Spain, from 1899 to 1913 (from data furnished by the Bureau of Pensions):

Year.	Applica- tions filed.	Year.	Applica- tions filed.
1899.....	16,986	1907.....	4,170
1900.....	13,039	1908.....	4,472
1901.....	14,157	1909.....	4,207
1902.....	11,055	1910.....	3,372
1903.....	8,546	1911.....	2,878
1904.....	6,774	1912.....	2,710
1905.....	6,309	1913.....	2,465
1906.....	5,302		

TABLE 4 (*War with Spain*).—*Showing certain data for ten 1898 volunteer regiments.*

[From Adjutant General's reports, reports of Bureau of Pensions and computations.]

Organizations.	Total strength.	Killed.	Died of wounds.	Died of disease.	Died of other causes.	Discharged for disability.	Deserted.	Wounded.	Days of foreign service.	Total days of service.	Per cent of killed and died of wounds to total strength.	Per cent of died of disease to total strength.	Per cent of discharged for disability to strength.	Number of applications for pensions to 1900.	Per cent of pensionable persons to strength.	Per cent of applications to strength.	Per cent of applications to total applications.	Per cent of strength to total strength, 1898 Volunteers.	Per cent of pensionable persons to strength at date of muster out.	Per cent claiming disability at date of muster out.	Per cent found with disability at date of muster out.	Average days of foreign service.	Average days of total service.
Second Massachusetts.....	993	5	4	88	1	2	15	43	83	178	0.9	8.8	.....	600	9.7	60.6	10	.....	.....	.....	.....	.....	.....
Ninth Massachusetts.....	1,334	.....	.....	114	1	2	1	.....	57	199	.....	8.6	0.1	750	8.7	56.2	12.5	.....	.....	.....	.....	.....	.....
Thirty-fourth Michigan.....	1,334	.....	.....	80	2	1	.....	.....	47	215	.....	6.1	.07	750	6.2	56.2	12.5	.....	.....	.....	.....	.....	.....
One hundred and fifty-ninth Indiana.....	1,369	.....	.....	11	.....	12	8	.....	.....	196	.....	.8	.87	600	1.6	43.8	10	.....	.....	.....	.....	.....	.....
One hundred and sixty-first Indiana.....	1,462	.....	.....	18	1	30	11	.....	107	292	.....	1.3	2	700	3.3	48	11.6	.....	.....	.....	.....	.....	.....
First Maryland.....	1,370	.....	.....	12	1	32	53	.....	245	.....	.....	.9	2.3	450	3.3	32	7.5	.....	.....	.....	.....	.....	.....
Fifth Maryland.....	1,341	.....	.....	20	.....	8	3	.....	.....	162	.....	1.4	.59	500	2	37.2	8.3	.....	.....	.....	.....	.....	.....
First volunteer cavalry.....	1,237	23	3	20	.....	9	12	104	48	118	2.1	1.6	.72	460	4.4	36.3	7.5	.....	.....	.....	.....	.....	.....
Fourth volunteer infantry.....	1,180	.....	.....	10	2	50	31	.....	196	347	.....	1	4.2	500	5.2	42.3	8.3	.....	.....	.....	.....	.....	.....
Twentieth Kansas.....	1,456	22	11	35	.....	145	4	130	236	534	2.2	2.4	9.9	700	14.6	48.7	11.6	.....	.....	.....	.....	.....	.....
The above 10 regiments combined.....	13,076	50	18	408	7	289	138	277	.....	.....	.52	3.1	2.2	6,000	5.9	45.8	19.9	5.8	.....	.....	.....	83	248
Totals for United States volunteer regiments of 1899 (25).....	38,420	248	66	1,015	153	775	1,193	762	603	678	.81	2.6	2	.....	.....	.....	.....	.....	7.4	18.3	2.6	216	249

TABLE 5.—*War of the Rebellion and War with Spain.*

Table showing the number of applications for pensions filed and of claims allowed, credited to the Army alone, for the first seven years after the beginning of hostilities in (a) War of the Rebellion and (b) War with Spain. Also the percentage of claims granted to claims filed.

[From reports of the Bureau of Pensions.]

(a) WAR OF THE REBELLION.

Year.	Claims filed.	Claims allowed.	Percentage of claims allowed to claims filed.
1862:			
Invalids.....	1,362	335	14.1
Widows, etc.....	1,000		
1863:			
Invalids.....	26,380	3,938	15.5
Widows, etc.....	22,327	3,630	
1864:			
Invalids.....	20,263	16,770	73.6
Widows, etc.....	32,627	22,198	
1865:			
Invalids.....	27,299	14,962	55.3
Widows, etc.....	44,404	24,693	
1866:			
Invalids.....	35,799	22,645	77
Widows, etc.....	28,732	27,076	
1867:			
Invalids.....	15,905	16,452	99.8
Widows, etc.....	20,265	19,660	
1868:			
Invalids.....	7,292	9,325	140
Widows, etc.....	13,099	19,242	
Total.....	296,754	200,926	67.7

(b) WAR WITH SPAIN.

1899:			
Invalids.....	15,009	125	1.7
Widows, etc.....	2,551	178	
1900:			
Invalids.....	12,038	801	11.2
Widows, etc.....	1,383	710	
1901:			
Invalids.....	12,814	2,795	27.5
Widows, etc.....	1,834	1,240	
1902:			
Invalids.....	10,210	3,441	37.2
Widows, etc.....	1,395	884	
1903:			
Invalids.....	7,728	3,415	48.2
Widows, etc.....	1,282	936	
1904:			
Invalids.....	6,152	4,013	69
Widows, etc.....	938	885	
1905:			
Invalids.....	5,736	3,920	68.2
Widows, etc.....	865	583	
Total.....	79,935	23,926	29.9

TABLE 6.—*War with Spain and all wars.*

Table showing the number of pensioners for the Army and the Navy in the War with Spain and the total number of all pensioners for all wars from 1898 to 1914. Also the percentages of pensioners for the War with Spain to the total number of pensioners.

[From Reports of the Bureau of Pensions.]

Year.	Pensioners, War with Spain.		Pensioners, all wars.	Percentage pensioners, war with Spain, to total.	Year.	Pensioners, war with Spain.		Pensioners, all wars.	Percentage pensioners, war with Spain, to total.
	Army.	Navy.				Army.	Navy.		
1898.....			993,714		1907.....	23,168	909	967,371	2.4
1899.....	282	17	991,519	0.03	1908.....	24,697	968	951,687	2.6
1900.....	1,667	88	993,529	.17	1909.....	26,109	986	946,194	2.8
1901.....	5,325	279	997,735	.56	1910.....	26,880	1,009	921,083	3.0
1902.....	9,009	456	999,446	.94	1911.....	27,461	1,029	992,098	2.89
1903.....	12,286	576	969,545	1.3	1912.....	27,831	1,019	860,294	3.3
1904.....	16,133	696	994,762	1.6	1913.....	28,002	1,010	820,200	3.5
1905.....	19,678	813	998,441	2.04	1914.....	27,915	995	785,239	3.6
1906.....	21,753	868	985,971	2.2					

TABLE 7.—*War with Spain and all wars.*

Table showing disbursements for pensions for each year from 1899 to 1914, inclusive, for the Army and for the Navy. Also the total disbursements for administration and maintenance of the Bureau of Pensions for the above-named years.

[From Reports of the Bureau of Pensions.]

Year.	Pensions, War with Spain.		Administration and maintenance, all wars.	Year.	Pensions, War with Spain.		Administration and maintenance, all wars.
	Army.	Navy.			Army.	Navy.	
1899....	\$25,824.47	\$2,782.34	\$4,147,517.73	1908....	\$3,495,419.11	\$158,703.87	\$2,800,963.36
1900....	316,023.18	16,882.07	3,841,706.74	1909....	¹ 3,820,169.80		2,852,583.73
1901....	1,121,229.72	53,996.04	3,868,795.44	1910....	¹ 3,807,919.91		2,657,673.86
1902....	1,657,957.29	80,488.99	3,831,378.96	1911....	3,787,208.01	164,043.24	2,517,127.06
1903....	2,102,494.66	101,589.55	3,993,216.79	1912....	3,810,974.78	160,111.27	2,448,857.31
1904....	2,973,315.25	133,616.53	3,849,366.25	1913....	3,910,932.88	160,235.54	2,543,246.39
1905....	3,264,243.63	145,754.91	3,721,832.82	1914....	3,745,997.03	161,513.50	2,066,507.15
1906....	3,296,380.69	145,775.84	3,523,269.51				
1907....	3,323,407.81	147,749.46	3,309,110.44	Total	\$36,831,408.51	1,633,243.15	.....

¹ Amounts for these years not shown separately for Army and Navy.

² Disbursements for 1909 and 1910 not in this total.

Total, Army column.....	\$36,831,408.51
Total, Navy column.....	1,633,243.15
Total, Army and Navy, 1909.....	3,820,169.80
Total, Army and Navy, 1910.....	3,807,919.91
Total, Army and Navy.....	46,092,741.87

TABLE 8.—*War with Spain.*

Table showing percentages, from the close of hostilities to June 30, 1914, of "invalids," "widows, etc.," and total pensions granted each year, to the total number of individuals employed in the War with Spain.

[From reports of the Bureau of Pensions and computations.]

Year.	Invalid pensioners.	Per cent to strength.	Widows, etc.	Per cent to strength.	Per cent total pensioners to strength.
1902.....	6,282	1.7	2,727	0.7	2.4
1903.....	8,798	2.3	3,488	.9	3.2
1904.....	11,946	3.2	4,187	1.1	4.3
1905.....	15,138	4.1	4,540	1.2	5.3
1906.....	17,038	4.6	4,715	1.2	5.9
1907.....	18,393	4.9	4,775	1.2	6.2
1908.....	19,857	5.3	4,840	1.3	6.6
1909.....	21,264	5.7	4,845	1.3	7.0
1910.....	22,063	5.9	4,817	1.3	7.2
1911.....	22,644	6.1	4,817	1.3	7.4
1912.....	23,097	6.2	4,734	1.2	7.5
1913.....	23,416	6.3	4,586	1.2	7.5
1914.....	25,512	6.3	4,403	1.1	7.5

TABLE 9.

Year.	Number of pensioners all wars.	Cost of administration.	Per capita cost per pensioner.	Number of pensioners War with Spain.	Cost of administration for War with Spain.
1899.....	991,519	\$4,147,517.73	\$4.18	282	\$1,178.76
1900.....	993,529	3,841,706.74	3.86	1,667	6,434.62
1901.....	997,735	3,868,795.44	3.87	5,325	20,607.77
1902.....	999,446	3,831,378.96	3.83	9,009	34,504.47
1903.....	969,545	3,993,216.79	4.12	12,286	50,618.32
1904.....	994,762	3,849,366.25	3.86	16,133	62,273.38
1905.....	998,441	3,721,832.82	3.72	19,678	73,202.16
1906.....	985,971	3,523,269.51	3.57	21,753	77,658.21
1907.....	967,371	3,309,110.44	3.42	23,168	79,234.56
1908.....	951,687	2,800,963.36	2.94	24,697	72,609.18
1909.....	946,194	2,852,583.73	3.01	26,109	78,588.09
1910.....	921,083	2,657,673.86	2.88	26,880	77,214.40
1911.....	892,098	2,517,127.06	2.82	27,461	77,440.02
1912.....	860,294	2,448,857.31	2.84	27,831	79,040.04
1913.....	820,200	2,543,246.39	3.10	28,002	86,806.20
1914.....	785,239	2,066,507.15	2.50	27,915	69,787.50

TABLE 10.—*War with Spain and all wars.*

Table showing the following on June 30 of each year from 1899 to 1914, inclusive. For the War with Spain: (a) Number of "invalid" pensioners, (b) number of "widows, etc.," (c) total gain to roll for the year, (d) total loss to the roll for the year. For all wars: Total number of pensioners on the roll.

[From reports of the Bureau of Pensions.]

Year.	War with Spain.				Total pensioners on roll.
	(a) Invalids.	(b) Widows, etc.	(c) Gain.	(d) Loss.	
1899.....	117	165	.....	.....	991, 519
1900.....	822	845	728	.....	993, 529
1901.....	3, 344	1, 981	4, 658	.....	997, 735
1902.....	6, 282	2, 727	3, 784	.....	999, 446
1903.....	8, 798	3, 488	3, 277	.....	999, 545
1904.....	11, 946	4, 187	3, 847	.....	994, 762
1905.....	15, 138	4, 540	3, 545	.....	998, 441
1906.....	17, 038	4, 715	2, 075	.....	985, 971
1907.....	18, 393	4, 775	1, 415	.....	967, 371
1908.....	19, 857	4, 840	1, 529	.....	951, 687
1909.....	21, 264	4, 845	1, 412	.....	946, 194
1910.....	22, 063	4, 817	771	.....	921, 083
1911.....	22, 644	4, 817	581	.....	892, 098
1912.....	23, 097	4, 734	370		860, 294
1913.....	23, 416	4, 586	171		820, 200
1914.....	23, 512	4, 403		87	785, 239

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